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TO: Secretary of State

NO: 683, JUNE 4, 8 AM

DEPARTMENT OF STATE S/CDC/MR
DATE 5/6/82

SENT DEPARTMENT 683; REPEATED INFORMATION BENGHAZI 590, 7272 AIRBASE WING UNNUMBERED.

JOINT EMBASSY/USOM MESSAGE.

RE BENGHAZI 595.

BELIEVE WE SHOULD TAKE INITIATIVE IN RESUMING NEGOTIATIONS HERE EARLY IN JULY AND SHOULD BE PREPARED THAT TIME TO TAKE POSITION ON EACH OF PROJECTS IN LIBYAN MEMORANDUM MARCH 18. FURTHERMORE, WE MUST BE RESPONSIVE IN SOME MEASURE TO THEIR REQUESTS IF WE ARE TO FORESTALL MOVES BY LIBYANS TO PLACE INCREASINGLY ONEROUS RESTRICTIONS ON USE WHEELUS AIRBASE. GOL COULD BEGIN IN FIELDS OF CUSTOMS, IMMIGRATION, CIVIL AND CRIMINAL JURISDICTION AND LABOR WHICH WE KNOW CERTAIN OFFICIALS HAVE ALREADY ADVOCATED. THIS WOULD UNDOUBTEDLY BE FOLLOWED EVENTUALLY BY RESTRICTIONS ON USE OF BASE ITSELF FURTHER FOR PEACE-TIME TRAINING OR EMERGENCY STAGING. LIBYANS HAVE ALREADY RAISED, TENTATIVELY AND VAGUELY, REVIEW OF CERTAIN ARTICLES OF BASE AGREEMENT ITSELF. IF WE DO NOT RESPOND IN SOME DEGREE AFFIRMATIVELY TO THEIR SPECIFIC DEMANDS FOR INCREASED FINANCIAL PAYMENTS FOR MILITARY FACILITIES WE PRESENTLY ENJOY, WE MAY EXPECT IN CONSEQUENT DETERIORATION OUR RELATIONS SPECIFIC POLITICAL DEMANDS AFFECTING BASE OPERATIONS, IN ADDITION TO FINANCIAL ONES. ONCE WE START DOWN THIS ROAD, IT WILL BE DIFFICULT APPLY BRAKES EVEN IF GOL SHOULD WISH. CERTAINLY ONCE GOL MAKES DECISION PLACE POLITICAL CONDITIONS OUR PRESENCE WHEELUS, WE SHALL NEVER BE ABLE REVERT TO PRESENT HAPPY STATE OF UNRESTRICTED USE.

IN APPROACHING NEGOTIATIONS BELIEVE SHOULD BEAR IN MIND RECENT DEVELOPMENTS OUTLOOK POINTS TO PROBABILITY THAT WITHIN RELATIVELY SHORT PERIOD (TWO OR THREE YEARS) GOL MAY BE RECEIVING

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REVENUES FROM PETROLEUM PORDUCTION EXCEEDING BY FAR ANNUAL AMOUNTS US AND UK AID IN RECENT YEARS. IN THAT CASE, GOL INDEPENDENT OF FOREIGN AID, WILL UNDOUBTEDLY BECOME LESS TOLERANT IN ATTITUDE TOWARDS WHEELUS WHICH IT NOW CONSIDERS POLITICAL LIABILITY. AS LIBYANS WOULD BE MORE DIFFICULT DEAL WITH IN THESE CIRCUMSTANCES, BELIEVE WE SHOULD TAKE ADVANTAGE CURRENT NEGOTIATION ENDEAVOR STABILIZE SITUATION REGARDING USE WHEELUS FOR PERIOD OF, SAY, FIVE YEARS OR PREFERABLY FOR DURATION 1954 AGREEMENT (1971).

RECOMMEND EMBASSY BE AUTHORIZED WHEN NEGOTIATIONS RESUME ACCEPT, AT LEAST INFORMALLY AND ORALLY, FIRST POINT LIBYAN MEMO, NAMELY, THAT PAYMENT UNDER PARAGRAPH C 1954 AGREEMENT IS IN RETURN FOR FACILITIES OFFERED BY LIBYA. IT FOLLOWS THAT, IN ACCEPTING THIS PROPOSITION, WE ALSO WOULD HAVE TO ACCEPT FOURTH POINT IN MEMO, NAMELY, THAT SUCH PAYMENTS SHOULD BE FREE OF ANY RESTRICTIONS. THERE WOULD REMAIN QUESTION ADEQUACY THESE PAYMENTS AND LIBYAN REQUEST THEY BE GUARANTEED FOR DURATION BASE AGREEMENT.

REGARDING FORMER BELIEVE THAT WE SHOULD ATTEMPT SATISFY LIBYAN REQUIREMENTS BY GIVING MORE FLEXIBILITY IN USE PART OUR AID AND THAT APPROXIMATELY 50/50 DIVISION PRESENT AID LEVEL (INCLUDING SPECIAL PURPOSE FUNDS) WOULD BE APPROPRIATE BASIS FOR SUCH OFFER IN FIRST ROUND RESUMED NEGOTIATIONS. THIS WOULD MEAN APPROXIMATELY $10 MILLION IN CASH ANNUALLY IN RETURN FOR USE WHEELUS, IN ADDITION TO WHATEVER ECONOMIC AID PROGRAM WE MAY BE ABLE OFFER FUTURE YEARS UNDER ICA PROCEDURE. AS CONCERNS LONG-TERM NATURE PAYMENTS FOR WHEELUS SUGGEST WE SEEK DEVISE FORMULA SAYING WE WILL AGREE MAKE AVAILABLE GOL EACH YEAR FOR DURATION 1954 AGREEMENT SUM OF $10 MILLION FREE OF RESTRICTIONS, SUBJECT ANNUAL APPROPRIATION FUNDS BY CONGRESS, IN RETURN FOR CONTINUED UNRESTRICTED USE BY US OF MILITARY FACILITIES.

WHILE LIBYANS MAY OBJECT THAT THIS NO MORE THAN THEY ARE RECEIVING THIS YEAR, ASSURANCES SUCH AMOUNT FOR FIXED PERIOD (AS THEY ENJOY UNDER BRITISH TREATY) FREE OF US CONTROLS WOULD BE ATTRACTIVE AND WE BELIEVE WE COULD CONCLUDE ON THIS BASIS.

FULLY REALIZE THIS PROPOSAL, INCONSISTENT WITH THEORY OF MUTUAL

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CONTRIBUTIONS TO COMMON DEFENSE, THAT TOTAL US FUNDS WILL NOT MAKE SAME CONTRIBUTION TO ECONOMIC ASSISTANCE AS IF ALL SUBJECT TO US CONTROL, AND THAT FREE FUNDS WILL IN LARGE PART BE USED FOR PURPOSES WE WOULD NOT FINANCE UNDER REGULAR PROCEDURES. HOWEVER, CONSIDER THIS ESSENTIAL UNDER CIRCUMSTANCES ACHIEVE US OBJECTIVES RE WHEELUS.

ACTING COMMANDER 17TH AIR FORCE AND WHEELUS BASE HAVE READ ABOVE IN DRAFT. WHILE THEY BELIEVE IT OUTSIDE THEIR PROVINCE TO CONCUR, THEY HAVE OFFERED NO OBJECTION.

JONES

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